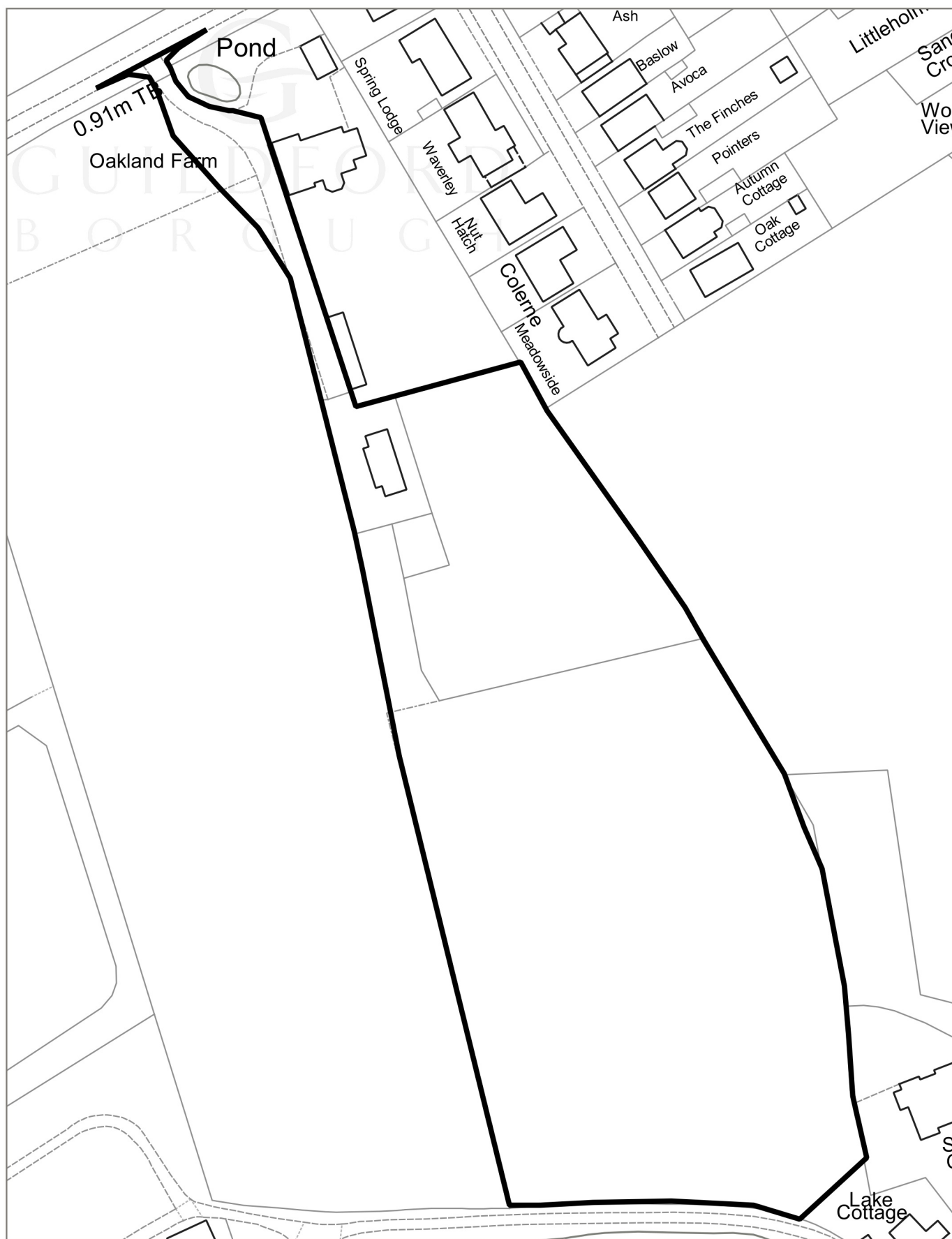


21/P/00917 - Land At Oakland Farm, Green Lane, Ockham



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Print Date: 21/10/2021



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App No: 21/P/00917
Appn Type: Full Application
Case Officer: Becky Souter
Parish: West Horsley
Agent :

8 Wk Deadline: 05/11/2021

Ward: Clandon & Horsley
Applicant: Mr C. White
Antler Homes PLC
Portland House
Park Street
Bagshot
GU19 5AQ

Location: Land at Oakland Farm, Green Lane, Ockham, GU23 6PD
Proposal: Residential development. Demolition of barn and erection of a mix of 35 dwellings, including 14 affordable with associated access from Green Lane along with pedestrian and cycle access from Ockham Road North and all associated works.

Executive Summary

Reason for referral

This application has been referred to the Planning Committee because more than 20 letters of objection have been received, contrary to the Officer's recommendation.

Key information

The application site is a 1.5 hectare parcel of land which is located to the south of Green Lane in West Horsley. The site is located to the rear of the property known as Oakland Farm which is a large two storey detached dwelling with outbuildings and amenity space. It is accessed directly from Green Lane which itself leads on to Ockham Road North. The land is currently mostly laid to grass and is being used on an informal basis by the residents of Oakland Farm. The site is located within the 400 metre to five kilometre buffer of the Thames Basin Heaths SPA.

The site has been inset from the Green Belt and forms part of the allocated site A39 (Land to the north of West Horsley) which is to deliver around 120 homes.

The mix of the proposed housing is detailed below:

Proposed Mix					
	1-bed	2-bed	3-bed	4+-bed	Total
Total dwellings	6	8	15	6	35
Of which...					
Houses	0	7	15	6	28
Apartments	6	1	0	0	7
Affordable	6	4	3	1	14

The applicant is providing 14 affordable homes and a policy compliant scheme.

A total of 78 car parking spaces would be provided. Informal open space including a strip park and natural play space would be provided on the site.

Summary of considerations and constraints

This is an allocated site which now forms part of the settlement area of Horsley.

The application would provide a net gain of 35 residential units, which would be in accordance with housing delivery commitments in the LPSS, including 14 affordable homes.

The proposed dwellings are considered to provide a good level of internal and external amenity for future residents, fully compliant with the NDSS. There would be no unacceptable harm to neighbouring residents. Subject to conditions the scheme would also be acceptable in terms of highway safety, drainage, trees, ecology and sustainable construction.

Planning contributions of £365,779.23 have been secured to mitigate the impacts of the development on community, education, the environment and highways.

In all, the application is deemed to be acceptable and for the reasons which will be outlined in the report, the recommendation is to approve planning permission.

RECOMMENDATION:

(i) Subject to a Section 106 Agreement securing the the decision is to:

- **provision of 40% affordable housing in accordance with the Council's approved tenure split;**
- **provision of SANG mitigation in accordance with the Thames Basin Heaths SPA Avoidance Strategy, 2017;**
- **a contribution towards SAMM;**
- **a contribution towards funding a demand responsive bus service;**
- **a contribution to early years, primary and secondary education;**
- **a contribution towards environmental improvements around the village.**

If the terms of the S106 or wording of the planning conditions are significantly amended as part of ongoing S106 or planning condition(s) negotiations any changes shall be agreed in consultation with the Chairman of the Planning Committee and lead Ward Member.

(ii) That upon completion of the above, the application be determined by the Head of Place.

Approve - subject to the following condition(s) and reason(s) :-

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51(1) of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

PL-01 Rev A -Site Location Plan
PL-02 Rev B - Existing Block Plan
PL-04 Rev H - Proposed Site Plan
PL-05 Rev B - Detail Site Layout Sheet 1
PL-06 Rev B - Detail Site Layout Sheet 2
PL-07 Rev C - Materials Layout
PL-110 - Plots 1 & 2 Plans
PL-111 - Plots 1 & 2 Elevations
PL-112 - Plots 3 & 4 Plans
PL-113 - Plots 3 & 4 Elevations
PL-114 - Plots 5, 6 & 7 Plans
PL-115 - Plots 5, 6 & 7 Elevations
PL-116 - Plots 8 & 9 Plans
PL-117 - Plots 8 & 9 Elevations
PL-118 - Plots 10, 11 & 12 Plans
PL-119 - Plots 10, 11 & 12 Elevations
PL-120 - Plots 13, 14 & 15 Plans
PL-121 - Plots 13, 14 & 15 Elevations
PL-122 - Plots 16 & 17 Plans
PL-123 - Plots 16 & 17 Elevations
PL-124 - Plot 18 Plans
PL-125 - Plot 18 Elevations
PL-126 - Plots 19, 20, 28, 29, 30 & 31 Plans
PL-127 - Plots 28,29 Elevations
PL-128 - Plots 19, 20, 30 & 31 Elevations
PL-129 - Plots 21,32 Plans
PL-130 - Plots 21,32 Elevations
PL-131 - Plot 22 Plans
PL-132 - Plot 22 Elevations
PL-133 - Plot 23 Plans
PL-134 - Plot 23 Elevations
PL-135 - Plot 24 Plans
PL-136 - Plot 24 Elevations
MW.20.0828.TPP – Tree Protection Plan
MW.20.0828.TS – Tree Survey Plan
landscape Proposals ANT1223-11 (Sheets 1&2)
Landscape Management Plan ANT1223,
Landscape Specification ANT1223
Landscape Management Plan ANT1223-25

Reason: To ensure that the development is carried out in accordance with the approved plans and in the interests of proper planning.

3. No development shall commence until written confirmation has been obtained from the Local Planning Authority that Suitable Alternative Natural Green Space (SANG) to mitigate the impact of the development has been secured and no dwelling shall be occupied before written confirmation has been obtained from the Local Planning Authority that the works required to bring the land up to acceptable SANG standard have been completed.

Reason: This is required as a pre-commencement condition as the development is only acceptable if the impact on the Thames Basin Heaths Special Protection Area can be mitigated. This is reliant on the provision of SANG. Avoidance works associated with development need to be carried out prior to the occupation of the development so that measures can cater for increased number of residents to avoid adverse impact on the Thames Basin Heaths Special Protection Area.

4. No above ground works shall take place (excluding ground works and construction up to damp proof course (dpc) and the construction of the access) until details and samples of the proposed external facing and roofing materials including colour and finish have been submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the approved details and samples.

Reason: To ensure that the appearance of the development is satisfactory.

5. No above ground works shall take place (excluding ground works and construction up to damp proof course (dpc) and the construction of the access) until written details and/or samples of:

- a) fenestration details; and
- b) fascias, soffits and gutters

to be used externally have been submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out using the approved external materials.

Reason: To ensure that the appearance of the development is satisfactory.

6. No above ground works shall take place (excluding ground works and construction up to damp proof course (dpc) and the construction of the accesses) until details of all boundary treatments within and around the site have been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in accordance the agreed timetable. The approved scheme shall be maintained in perpetuity.

Reason: To safeguard the visual amenities of the locality and to ensure a high quality design.

7. The development shall be completed in accordance with the submitted hard and soft landscape proposals completed by LVIA, reference ANT1223-11 (Sheets 1&2); ANT1223 - Management Plan; ANT1223 - Specification and ANT1223-25 - Landscape Management Plan. The approved landscape scheme (with the exception of planting, seeding and turfing) shall be implemented in accordance with the phasing and implementation plan and thereafter retained in perpetuity.

Reason: To ensure the provision, establishment and maintenance of an appropriate landscape scheme in the interests of the visual amenities of the locality.

8. All planting, seeding or turfing approved shall be carried out in the first planting and seeding season following the first occupation of the relevant phase of the development, in accordance with the landscape phasing and implementation plan or the completion of the development, whichever is the sooner. Any trees or plants which, within a period of ten years after planting, are removed, die or become seriously damaged or diseased in the opinion of the Local Planning Authority, shall be replaced in the next available planting sooner with others of similar size, species and number, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the provision, establishment and maintenance of an appropriate landscape scheme in the interests of the visual amenities of the locality.

9. Before the first occupation of the development hereby approved, detailed plans for the natural playspace shall be submitted to and approved in writing by the Local Planning Authority. This shall include the laying out of the space, as well as a ten year Management Plan. The natural playspace shall be fully installed and made operational on or before the 20th residential unit is occupied and shall be retained in good working order in perpetuity.

Reason: To ensure that the natural playspace is delivered to an acceptable standard.

10. The approved Arboricultural Method Statement and Tree Protection Plan completed by Mark Welby Consultants must be adhered to in full, and may only be modified by written agreement from the LPA. No development shall commence until tree protection measures, and any other pre-commencement measures as set out in the AMS and TPP, have been installed/implemented. The protection measures shall be maintained in accordance with the approved details, until all equipment, machinery and surplus materials have been moved from the site.

Reason: To protect the trees on site which are to be retained in the interests of the visual amenities of the locality. It is considered necessary for this to be a pre-commencement condition because the adequate protection of trees prior to works commencing on site goes to the heart of the planning permission

11. Before the occupation of the 35th dwelling of the development a certificate demonstrating that Secured by Design (physical security) has been successfully achieved shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the development is acceptable in terms of crime and safety.

12. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking or re-enacting or amending that Order with or without modification), no additional above ground floor windows or other form of openings shall be inserted in the northern elevation or roof of plot one.

Reason: In the interests of protecting the amenity of the existing dwellings to the north of the plot noted above.

13. The development hereby approved shall not be first occupied unless and until the proposed vehicular access to Green Lane has been constructed and provided with visibility zones in accordance with the approved drawing number 1203024-08, and thereafter the visibility zones shall be kept permanently clear of any obstruction over 1.05m high.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

14. The development hereby approved shall not be first occupied unless and until the proposed junction improvement, including the passing places on Green Lane, is fully implemented and made available for use all in accordance with approved drawing number 1902024-05.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

15. The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with the approved drawing number PL-04, for vehicles to be parked and for vehicles to turn so that they may enter and leave the site in forward gear. Thereafter the parking and turning areas shall be retained and maintained for their designated purposes.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

16. No dwelling hereby approved shall be first occupied unless and until secure cycle parking has been provided for the dwellings in accordance with approved drawing PL-06. Thereafter the approved parking for bicycles shall be retained in perpetuity and maintained for their designated purposes.

Reason: To ensure that satisfactory facilities for the parking of cycles are provided and to travel by means other than private motor vehicles.

17. The development hereby approved shall not be occupied unless and until each of the proposed houses which include on-plot parking are provided with a fast charge socket (current minimum requirements - 7 kw Mode 3 with Type 2 connector - 230v AC 32 Amp single phase dedicated supply) in accordance with a scheme to be submitted and approved in writing by the Local Planning Authority and thereafter retained and maintained to the satisfaction of the Local Planning Authority.

Reason: To encourage the use of electric cars in order to reduce carbon emissions.

18. The development hereby approved shall not be occupied unless and until at least 20% of the available off-plot parking spaces are provided with a fast charge socket (current minimum requirement: 7kw Mode 3 with Type 2 connector - 230 v AC 32 amp single phase dedicated supply) in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

Reason: To encourage the use of electric cars in order to reduce carbon emissions.

19. No development shall commence until a Construction Transport Management Plan, to include details of:

- (a) parking for vehicles of site personnel, operatives and visitors
- (b) loading and unloading of plant and materials
- (c) storage of plant and materials
- (d) programme of works (including measures for traffic management)
- (e) provision of boundary hoarding behind any visibility zones
- (f) HGV deliveries and hours of operation
- (g) vehicle routing
- (h) measures to prevent the deposit of materials on the highway
- (i) before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused
- (j) on-site turning for construction vehicles

has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users. This is a pre-commencement condition as this information needs to be agreed before construction begins.

20. No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a Written Scheme of Investigation which has been submitted to and approved in writing by the Local Planning Authority.

Reason: To allow adequate archaeological investigation before any archaeological remains are disturbed by the approved development.

21. Before the commencement of the development hereby approved, the following shall be submitted to and approved in writing by the Local Planning Authority:

- details confirming that the final worst-case monitoring visit has taken place and written confirmation that gas protection is not considered necessary; and
- details of the management of topsoil on the site. Should remediation of topsoil be required, the Local Planning Authority will require any remediation works undertaken at this site to be independently verified and validated. Submission of documentary evidence will be required detailing that the remediation scheme has been implemented and satisfactorily completed before each of the approved dwellings are occupied.

Reason: To ensure that risks from land contamination to neighbouring land and future users of the land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors. This is required to be a pre-commencement condition as details and any required mitigation will need to be agreed before construction works begin.

22. If during development any suspect contamination, buried structures, sources of chemical pollution or similar such material (not previously identified), is found to be present on the site then no further development, unless otherwise agreed in writing with the Local Planning Authority, shall be carried out until the developer has submitted a written remediation scheme and obtained written approval from the Local Planning Authority. The remediation scheme shall detail the nature and extent of the discovered problem (unsuspected contamination) and how it shall be dealt with. In such a scenario, a written validation report shall be submitted to and approved in writing by the Local Planning Authority before the occupation of the development, detailing how the approved remediation scheme has been fully implemented.

Reason: To ensure that risks from land contamination to neighbouring land and future users of the land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

23. The development hereby permitted shall not commence (with the exception of site clearance and set up works) until details of the design of a surface water drainage scheme have been submitted to and approved in writing by the Local Planning Authority. The design must satisfy the SuDS Hierarchy and be compliant with the national Non- Statutory Technical Standards for SuDS, NPPF and Ministerial Statement on SuDS. The required drainage details shall include:

- a) evidence that the proposed final solution will effectively manage the 1 in 30 & 1 in 100 (+40% allowance for climate change) storm events and 10% allowance for urban creep, during all stages of the development. The final solution should follow the principles set out in the approved drainage strategy. Associated discharge rates and storage volumes shall be provided using a maximum discharge rate of **1.8 l/s/ha**
- b) detailed drainage design drawings and calculations to include: a finalised drainage layout detailing the location of drainage elements, pipe diameters, levels, and long and cross sections of each element including details of any flow restrictions and maintenance/risk reducing features (silt traps, inspection chambers etc.), additionally details of the watercourse diversion should be submitted.
- c) a plan showing exceedance flows (i.e. during rainfall greater than design events or during blockage) and how property on and off site will be protected.
- d) details of drainage management responsibilities and maintenance regimes for the drainage system.
- e) details of how the drainage system will be protected during construction and how runoff (including any pollutants) from the development site will be managed before the drainage system is operational.

Reason: To ensure the design meets the national Non-Statutory Technical Standards for SuDS and the final drainage design does not increase flood risk on or off site.

24. Prior to the first occupation of each phase of the development, a verification report carried out by a qualified drainage engineer must be submitted to and approved in writing by the Local Planning Authority. This must demonstrate that the drainage system has been constructed as per the agreed scheme (or detail any minor variations), provide the details of any management company and state the national grid reference of any key drainage elements (surface water attenuation devices/areas, flow restriction devices and outfalls).

Reason: To ensure the Drainage System is constructed to the National Non-Statutory Technical Standards for SuDS.

25. The development shall not be occupied until confirmation has been submitted to and approved in writing by the Local Planning Authority that either:
1. all wastewater network upgrades required to accommodate the additional flows from the development have been completed; or
 2. a development and infrastructure phasing plan has been agreed with the Local Planning Authority in consultation with Thames Water to allow development to be occupied. Where a development and infrastructure phasing plan is agreed, no occupation shall take place other than in accordance with the agreed development and infrastructure phasing plan.

The development shall only be completed in accordance with the agreed details.

Reason: Network reinforcement works are likely to be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid sewage flooding and/or potential pollution incidents.

26. The development hereby permitted must comply with regulation 36 paragraph 2(b) of the Building Regulations 2010 (as amended) to achieve a water efficiency of 110 litres per occupant per day (described in part G2 of the Approved Documents 2015). Before occupation, a copy of the wholesome water consumption calculation notice (described at regulation 37 (1) of the Building Regulations 2010 (as amended)) shall be provided to the planning department to demonstrate that this condition has been met.

Reason: To improve water efficiency in accordance with the Council's Supplementary Planning Guidance 'Sustainable Design and Construction' 2011.

27. The development hereby approved shall only be constructed in full accordance with the measures and principles set out in the submitted Sustainability and Energy Statement (prepared by bluesky unlimited, dated 19.04.21). The agreed measures shall be made available for use before the first occupation of each of the dwellings and shall be retained as such for the lifetime of the development.

Reason: To ensure that the development takes sustainable design and construction principles into account, including climate change adaption and reducing carbon emissions.

28. No development shall commence (excluding ground works and construction up to damp proof course (dpc) and the construction of the access) until a scheme including plans, has been submitted to and approved in writing by the Local Planning Authority for the installation of a High Speed wholly Fibre broadband To The Premises (FTTP) connection to the development hereby approved. Thereafter, the infrastructure shall be laid out in accordance with the approved details and be made available for use on the first occupation of each building.

Reason: To ensure that the new development is provided with high quality broadband services and digital connectivity.

29. Before the development hereby approved is commenced, a plan showing the location of the Building Regulations 'accessible and adaptable dwellings M4(2) and the Building Regulations M4(3)(2) wheelchair accessible dwellings shall be submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the approved details.

Reason: In order to provide a flexible housing stock to meet a wide range of accommodation needs.

30. Works related to the construction of the development hereby permitted, including works of demolition or preparation prior to building operations, shall not take place other than between the hours of 0800 and 1800 Mondays to Fridays and between 0800 and 1330 Saturdays and at no time on Sundays or Bank or National Holidays.

Reason: To protect the neighbours from noise and disturbance outside the permitted hours during the construction period.

31. Prior to the commencement of the development, a Reasonable Avoidance Measures document to cover Great Crested Newts and Reptiles shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To prevent adverse impacts on protected species.

32. No above ground works shall take place (excluding ground works and construction up to damp proof course (dpc) and the construction of the access) until a Sensitive Lighting Management Plan (to comply with 'Bats and Lighting in the UK - Bats and Built Environment Series and current guidelines established for rural areas by the Institute of Lighting Professionals) has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include a timetable for the implementation of the works. The development shall then be carried out in accordance with the approved details.

Reason: To prevent adverse impacts on protected species, in particular bats, resulting from the proposed development works. In addition, to ensure that excessive light pollution does not result in harm to the character of the area.

33. Prior to the commencement of the development hereby approved, a detailed Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the details of the CEMP.

The CEMP should include, but not be limited to:

- a) Map showing the location of all of the ecological features
- b) Risk assessment of the potentially damaging construction activities
- c) Practical measures to avoid and reduce impacts during construction
- d) Location and timing of works to avoid harm to biodiversity features
- e) Responsible persons and lines of communication
- f) Use of protected fences, exclusion barriers and warning signs.

Reason: In the interests of preventing ecological harm from construction activities.

34. Prior to the commencement of the development hereby approved, a Landscape and Ecological Management Plan (LEMP) shall be submitted to and approved in writing by the Local Planning Authority, this shall include a precautionary working methodology and details of measures to enhance biodiversity. The development shall be carried out in accordance with the approved details and the enhancement scheme shall be implemented in full prior to the occupation of the development hereby approved.

Reason: To prevent adverse impacts on protected species, ecology and biodiversity both on and around the site.

Informatives:

1. This statement is provided in accordance with Article 35(2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015. Guildford Borough Council seek to take a positive and proactive approach to development proposals. We work with applicants in a positive and proactive manner by:

- Offering a pre application advice service
- Where pre-application advice has been sought and that advice has been followed we will advise applicants/agents of any further issues arising during the course of the application
- Where possible officers will seek minor amendments to overcome issues identified at an early stage in the application process

However, Guildford Borough Council will generally not engage in unnecessary negotiation for fundamentally unacceptable proposals or where significant changes to an application is required.

In this case pre-application advice was sought and provided which addressed some initial issues. Further issues were identified during the consultation stage of the application. Officers have worked with the applicant to overcome these issues and the proposal is now deemed to be acceptable.

2. If you need any advice regarding Building Regulations please do not hesitate to contact Guildford Borough Council Building Control on 01483 444545 or buildingcontrol@guildford.gov.uk.

3. Thames Water Informative:

A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing trade.effluent@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk. Please refer to the Wholesale; Business customers; Groundwater discharges section.

4. County Highway Informatives:

The permission hereby granted shall not be construed as authority to carry out any works on the highway. The applicant is advised that prior approval must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, or verge to form a vehicle crossover or to install dropped kerbs. Please see www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/vehicle-cross-overs-or-dropped-kerbs.

The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

The permission hereby granted shall not be construed as authority to carry out any works on the highway or any works that may affect a drainage channel/culvert or water course. The applicant is advised that a permit and, potentially, a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works on the highway will require a permit and an application will need to be submitted to the County Council's Street Works Team up to 3 months in advance of the intended start date, depending on the scale of the works proposed and the classification of the road. Please see www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/the-traffic-management-permit-scheme.

The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991. Please see www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/floodingadvice

The developer is advised that as part of the detailed design of the highway works required by the above condition(s), the County Highway Authority may require necessary accommodation works to street lights, road signs, road markings, highway drainage, surface covers, street trees, highway verges, highway surfaces, surface edge restraints and any other street furniture/equipment.

It is the responsibility of the developer to ensure that the electricity supply is sufficient to meet future demands and that any power balancing technology is in place if required. Please refer to: <http://www.beama.org.uk/resourceLibrary/beama-guide-to-electric-vehicle-infrastructure.html> for guidance and further information on charging modes and connector types.

Officer's Report

Site description

The application site is a 1.5 hectare parcel of land which is located to the south of Green Lane in West Horsley. The site is located to the rear of the property known as Oakland Farm which is a large two storey detached dwelling with outbuildings and amenity space. It is accessed directly from Green Lane which itself leads on to Ockham Road North. The land is currently mostly laid to grass and is being used on an informal basis by the residents of Oakland Farm.

To the north-east of the site is a small cul-de-sac of bungalow style dwellings which are also accessed from Green Lane. To the east is an undeveloped paddock which is also laid to grass and to the south-east are a number of detached residential dwellings. To the west of the site is an area of woodland which on the Priority Habitat Inventory is noted as being a deciduous woodland.

The site is located within the 400 metre to five kilometre buffer of the Thames Basin Heaths SPA.

Proposal

Demolition of barn and erection of a mix of 35 dwellings, including 14 affordable with associated access from Green Lane along with pedestrian and cycle access from Ockham Road North and all associated works.

The proposed development would be accessed from Green Lane using the existing entry into the existing dwelling (Oakland Farm). The access road serving the new development would utilise the existing track which runs along the western side of Oakland Farm. From the new access, an entry into Oakland Farm would be maintained, this would then proceed south and would form a loop where the dwellings would front onto.

The proposal will include a mix of dwellings and apartments which would be situated within buildings that also have the appearance of two storey houses. A total of 14 of the proposed dwellings would be affordable, which equates to 40%. The proposed mix is set out in the table below.

Proposed Mix					
	1-bed	2-bed	3-bed	4+-bed	Total
Total dwellings	6	8	15	6	35
Of which...					
Houses	0	7	15	6	28
Apartments	6	1	0	0	7
Affordable	6	4	3	1	14

As will be discussed below, the proposal forms a part of a larger site which is allocated in the Local Plan for approximately 120 dwellings. While this site will not have a vehicular connection to the larger part of the allocation, the applicant has shown pedestrian connections between the sites.

It should be noted that at the request of the Local Planning Authority, the proposal has been amended during the course of the assessment. The following are a summary of the main changes:

- plots 1-4 were moved to the west and plots 8-12 south
- parking for plots 1-4 and 8-11 re-located into a parking court.
- the tenure split of the affordable units was changed from 9 (affordable rent) and 5 (shared ownership) to 10 (affordable rent) and 4 (shared ownership).
- this enabled an improvement to the site in terms of reducing the dominance of car parking within the street scene, increased the distance between proposed plots 1-4 and the existing properties in Green Lane and enabled increased opportunities for soft landscaping to the front gardens of plots 1-4 and 8-12.

Relevant planning history

No relevant planning history.

Consultations

Statutory consultees

County Highway Authority, Surrey County Council: No objections raised. This is subject to conditions and a contribution of £70,000 towards a demand responsive bus service.

Natural England: No objections raised, subject to the development complying with the adopted Thames Basin Heaths SPA SPD.

Lead Local Flood Authority (LLFA), Surrey County Council: No objections raised, subject to standard conditions.

County Archaeologist, Surrey County Council: No objections raised subject to condition. In order to clarify the archaeological potential of the site the archaeology report submitted by the applicant recommends that further archaeological investigations are required and as such a trial trench evaluation would be appropriate to clarify the nature extent and significance of any archaeology that may be present. This will enable suitable mitigation measures to be developed for the site should significant remains be found. These mitigation measures may involve more detailed excavation of any archaeological remains, but in the event of a find of exceptional significance then preservation in situ is the preferred option.

Environment Agency: Unable to provide a detailed response. Generic information on flood risk, sequential tests and safe access and egress has been provided. This issue will be discussed in greater detail in the report.

Internal consultees

Head of Environmental Health and Licensing: No objections raised. It is noted that conditions will be required to control possible contamination.

Operational Services, Recycling and Waste: No objections raised. It is noted that conditions have been recommended regarding no parking on the road during waste collection days and maintenance of trees and hedges. [Officer note: These are not considered to be appropriate to meet the five tests and it is considered the development would be acceptable in this regard without these conditions.]

Non-statutory consultees

NHS, Royal Surrey: No objection to the proposal. Request to secure a contribution of £71,938.65 towards improving facilities at the hospital.

Thames Water: Thames Water has identified an inability of the existing foul water network infrastructure to accommodate the needs of this development proposal. However, Thames Water have recommended a condition which would address this issue. Thames Water also note that they would expect the developer to demonstrate what measures will be undertaken to minimise groundwater discharges into the public sewer. They note that this matter could be resolved by the addition of an informative to any planning permission which is granted.

Parish Councils

West Horsley Parish Council: The Parish Council objects to the application. The following concerns are noted:

- concerns regarding flooding and flood risk;
- no custom / self-build properties are proposed;
- proposal does not represent a high-quality design due to: the suburban, formal pattern of development; an unsuccessful transition to the countryside and the Green Belt beyond; and the increased scale and height does not reflect adjoining buildings;
- proposal does not contribute to the delivery of an integrated and accessible transport system. There is no proposed improvement of existing cycle and walking routes to local facilities, services and the station to encourage alternative sustainable modes of transport;
- impact on light pollution;
- car dominated design;
- loss of existing trees;
- unacceptable housing mix proposed; and
- negative impact on ecology and biodiversity net gain not demonstrated.

East Horsley Parish Council: The Parish Council objects to the application. The following concerns are noted:

- the number of dwellings proposed is 55% higher than suggested in the allocation [Officer Note: The site forms part of a larger allocation for approximately 120 dwellings. This is the first large development to come forward as part of this specific allocation so at present, there is no way to calculate if the proposal will result in more dwellings on the wider site than the allocation suggests. In addition, it is noted that the figure noted in the allocation is an approximation and so long as the proposal is acceptable on planning grounds there is no legitimate reason to restrict the number of units based on the figure set out in the allocation];
- proposed dwellings are too tall, leading to a mix which is dominated by larger dwellings;
- the proposal is suburban in nature and fails to respect the rural character of the surroundings;
- cumulative impact on local infrastructure has been ignored. No development on the Waterloo Farm site, including Oakland Farm, should come forward until the capacity constraints on key elements of local infrastructure have been satisfactorily addressed; and
- an analysis of the planning balance requires the application be refused. *

Ockham Parish Council: The Parish Council objects to the application. The following concerns are noted:

- inadequate infrastructure provision;
- increase traffic and resulting impact on conservation area;
- proposal will exacerbate flooding concerns;
- highway safety issues;
- increased congestion on surrounding roads;
- density is too high and adverse impact on character of the surrounds;
- inadequate parking provision;
- significant increase in light pollution;
- loss of trees and wildlife and
- housing numbers in the Local Plan are overstated.

Third party comments

52 letters of representation have been received raising a number of objections and concerns. The principal issues are summarised below:

- concerns that traffic modelling has not been properly addressed;
- concerns regarding the adequacy of the submitted Transport Statement;
- Green Lane is a single track road and can not accommodate the proposed level of vehicle movements;
- highway safety concerns;
- increased level of traffic;
- flooding and drainage concerns;
- lack of infrastructure to accommodate the development (schools, GPs, train station etc);
- poor connection to existing village facilities resulting in the development being car reliant;
- concerns regarding housing mix;
- application should be 'held' until Local Plan is reviewed [Officer Note: The Council has a duty to determine planning applications as swiftly as possible. The review of the Local Plan is not a valid reason to delay determination];
- proposal cannot be considered without knowing the development plans for the rest of this allocation;
- proposal would have an adverse impact on the character of the area;
- proposal not in keeping with rural character of the surroundings;
- adverse impact on ecology
- adverse impact on the Green Belt [Officer Note: The application site is not located within the Green Belt];
- additional housing is not needed;
- widening of Green Lane not acceptable;
- other applications on Green Lane have been refused based on their impact on the Green Belt [Officer Note: The application site is not located within the Green Belt];
- poor layout and design;
- over-development of the plot;
- impact on neighbouring stables / riding school;
- impact on neighbouring amenity - with specific reference to loss of privacy;
- concerns regarding light and air pollution;
- piecemeal development of allocated site;
- areas of Green Lane are owned by residents [Officer Note: This is a private civil matter between the parties involved];
- insufficient parking;
- lack of community consultation;

- the proposal ignores the Neighbourhood Plan and is contrary to it; and
- persistent local perceptions that the village is being singled out for persecution by GBC planners and SCC because of residents' opposition to the Local Plan. Compared with comparable councils, and despite the change of political management since 2019, GBC planning has a local reputation for extreme pro-developer bias going well beyond statutory requirements. [Officer Note: The application has been assessed on its own individual merits and against relevant local and national policies].

Following the receipt of amended plans and information a further consultation was undertaken. The following is a summary of the comments received relating to the amended plans:

West Horsley Parish Council: Nothing that alleviates or seeks to address the initial concerns of the Parish Council, or that respects the policies within the Neighbourhood Plan. The Parish Council therefore continue to object to the application.

Ockham Parish Council: Previous comments made still apply. Endorse objections submitted by West Horsley Parish Council.

A total of 14 additional objections have been received which note the following concerns:

- net gain areas nothing more than labelling land that the applicant cannot build on;
- new plan is worse than previous one;
- pedestrian connection through the land to the east is not within the gift of the applicants;
- possibility of adding extensions would change the housing mix;
- flooding needs to be taken more seriously; and
- moving the plots away from the eastern boundary is an improvement, but it brings a parking area closer to the boundary with the neighbouring dwellings with resulting noise and disturbance impacts.

Planning policies

National Planning Policy Framework (NPPF), 2021:

Chapter 2. Achieving sustainable development

Chapter 4. Decision-making

Chapter 5. Delivering a sufficient supply of homes

Chapter 8. Promoting healthy and safe communities

Chapter 9. Promoting sustainable transport

Chapter 11. Making effective use of land

Chapter 12. Achieving well designed places

Chapter 14. Meeting the challenge of climate change, flooding and coastal change

Chapter 15. Conserving and enhancing the natural environment

South East Plan 2009:

Policy NRM6 Thames Basin Heath Special Protection Area

Guildford Borough Local Plan: Strategy and Sites (LPSS), 2015-2034:

The policies considered relevant to this proposal are set out below.

Policy S1 Presumption in favour of sustainable development

Policy S2 Planning for the borough - our spatial strategy

Policy H1 Homes for all

Policy H2 Affordable homes

Policy P4 Flooding, flood risk and groundwater protection zones

Policy P5 Thames Basin Heaths Special Protection Area

Policy D1 Place shaping
Policy D2 Sustainable design, construction and energy
Policy ID3 Sustainable transport for new developments
Policy ID4 Green and blue infrastructure

Guildford Borough Local Plan, 2003 (as saved by CLG Direction 24 September 2007):

Although the Council has now adopted the Guildford Borough Local Plan: Strategy and Sites 2015-2034 (LPSS), some policies of the saved Local Plan 2003 continue to be relevant to the assessment of planning applications and carry full weight. The extant policies which are relevant to this proposal are set out below.

Policy G1 General standards of development
Policy G5 Design code
Policy R2 Recreational open space provision in relation to large residential developments
Policy NE4 Species protection

West Horsley Neighbourhood Plan (WHNP):

WH2 - Design management in the village settlement
WH4 - Housing mix
WH12 - Green and blue infrastructure network
WH13 - Sustainable urban drainage
WH14 - Biodiversity
WH15 - Dark skies

Supplementary planning documents:

National Design Guide, 2019
Thames Basin Heaths Special Protection Area Avoidance Strategy SPD
Climate Change, Sustainable Design, Construction and Energy SPD 2020
Planning Contributions SPD
Vehicle Parking Standards SPD
Residential Design SPG

Planning considerations

The main planning considerations in this case are:

- the principle of development
- housing need
- impact on the character of the area and design of the proposal
- landscape and visual impact
- impact on neighbouring amenity and amenity of proposal
- highway/parking considerations
- flooding and drainage considerations
- sustainability and energy
- open space provision
- impact on ecology
- impact on trees and vegetation
- Thames Basin Heaths SPA
- planning contributions and legal tests
- balancing exercise
- conclusion

The principle of development

With the adoption of the Guildford Borough Local Plan: Strategy and Sites 2015-2034 (LPSS), this site is no longer designated as being within the Green Belt. The LPSS has allocated this site under policy A39, for approximately 120 homes, including self-build and custom house building plots. Policy A39 also sets out that development of this site should incorporate the following requirements:

- appropriate mitigation for flood risk and flood risk management, and regard to the recommendations of the Level 2 SFRA;
- avoid development in flood zones 2 and 3 (following detailed modelling of the flood zone extents);
- no increase in flood risk on site or elsewhere; and
- appropriate surface water flooding mitigation measures, with specific regard to the Guildford Surface Water Management Plan and Level 2 SFRA.

The opportunity for the allocation is noted as being for the reduction of flood risk on site and elsewhere and the extension of the existing 30mph speed limit past the site access.

It is noted that at paragraph 201, the Report on the Examination of the LPSS states that (the references for the allocations have since been updated. Allocation A39 was previously referenced as A40) 'policy A37 Land to the rear of Bell and Colvill, West Horsley, policy A38 Land to the west of West Horsley, policy A39 Land near Horsley railway station, East Horsley and policy A40 Land to the north of West Horsley are all moderate-sized housing allocations adjacent to the two villages. They are well-enclosed sites; A37 is surrounded by development, A38 and A40 have development on three sides and A39 has development to the east and north and the railway line to the south. The allocations would be proportionate to the existing size of the villages and in every case they would result in a more logical and defensible Green Belt boundary. A38, A39 and A40 are within easy walking distance of Horsley station and local shops; A37 is within cycling distance. They would provide much needed housing in locations close to village facilities. For all these reasons there are exceptional circumstances to alter the Green Belt boundaries to provide for these allocations'.

As noted above, 35 dwellings are proposed through this application. A number of comments have been received that given the size of this site compared to the whole allocation, it is a disproportionately high number of units. While this argument is acknowledged, it is noted that the figure set out in the allocation is a approximation of the number of dwellings that may be accommodated on a site. However, it is not a maximum figure and where it can be demonstrated that a design and layout can be facilitated without harm and in a sustainable manner, then the provision of more dwellings than is suggested by the allocation need not necessarily be a concern. The suitability and acceptability of the proposal will be considered in detail below and the same process will be followed for any future proposals which come forward as part of the allocation.

Therefore, subject to compliance with the above requirements of policy A39 and relevant local and national policies, the proposal is considered to be acceptable in principle.

Housing need

Paragraph 60 of the NPPF states that 'to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay'. Paragraph 62 goes on to note that 'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disability, service families, travellers, people who rent their homes and people wishing to commission or build their own homes)'.

The Guildford Borough Local Plan: Strategy and Sites was adopted by Council on 25 April 2019. The Plan carries full weight as part of the Council's Development Plan. The Local Plan 2003 policies that are not superseded are retained and continue to form part of the development plan (see Appendix 8 of the Local Plan: Strategy and Sites for superseded Local Plan 2003 policies). As part of the allocation under Policy A39, the proposal will make important contribution to meeting the housing requirement which is identified in the Local Plan and this must be given weight in favour of the proposal.

The Council is able to demonstrate a five-year housing land supply with an appropriate buffer. This supply is assessed as 7.34 years based on most recent evidence as reflected in the updated GBC LAA (2020). In addition to this, the Government's recently published Housing Delivery Test indicates that Guildford's 2020 measurement is 90%. For the purposes of NPPF footnote 7, this is therefore greater than the threshold set out in paragraph 222 (75%). Therefore, the Plan and its policies are regarded as up-to-date in terms of paragraph 11 of the NPPF.

Affordable housing

Policy H2 of the LPSS seeks at least 40 per cent of the homes on application sites to be affordable, with the mix in tenures being the same as set out above. Policy H2 also states that 'the tenure and number of bedrooms of the affordable homes provided on each qualifying site must contribute, to the Council's satisfaction, towards meeting the mix of affordable housing needs identified in the Strategic Housing Market Assessment 2015, or subsequent affordable housing needs evidence'.

The proposal generates a requirement for 14 affordable properties on the site and this is being met by the applicant, in compliance with policy H2 of the LPSS. In terms of the tenures, the applicant proposes 10 affordable rent properties and 4 dwellings for shared ownership. This meets with the Council's 70/30 tenure split. The proposed affordable units are focused in an area in the middle of the site, and would be situated between two areas of market houses.

The Council's Housing Strategy and Enabling Manager raises no objection to the application.

As such, the proposal is considered to be compliant with policy H2 of the LPSS in this regard.

Dwelling mix

Policy H1 of the LPSS states that 'new residential development is required to deliver a wide choice of homes to meet a range of accommodation needs as set out in the latest Strategic Housing Market Assessment (SHMA). New development should provide a mix of housing tenures, types and sizes appropriate to the site size, characteristics and location'. Policy WH4 of the Neighbourhood Plan states that 'proposals for new residential development within the defined settlement boundary of West Horsley will be supported, provided they have had full regard to the need to deliver 'open market one, two and three bedroom market homes and bungalows suited to occupation by younger families and older households'. The proposed dwelling mix for the development, as well as the SHMA requirement, is provided below.

Table 1			
Overall Housing Mix	No.	SHMA % Req	Provided %
1 bed	6	20	17.14
2 bed	8	30	22.86
3 bed	14	35	40
4 bed +	7	15	20
Total	35		

Table 2			
Market Mix	No.	SHMA % Req	Provided %
1 bed	0	10	0
2 bed	4	30	19.05
3 bed	11	40	52.38
4 bed +	6	20	28.57
Total	21		

Table 3			
Affordable Mix	No.	SHMA % Req	Provided %
1 bed	6	40	42.86
2 bed	4	30	28.57
3 bed	3	25	21.43
4 bed +	1	5	7.14
Total	14		

For this application it is noted that the overall mix (Table 1) is skewed towards larger dwellings, with a relative over-provision of three and four bedroom dwellings and an under-supply of particularly two bedroom properties. In addition, while the proposed mix of affordable dwellings (Table 3) is generally reflective of the SHMA, the market mix (Table 2) also displays a higher proportion of larger properties, with no one bedroom dwellings and only four two bedroom dwellings proposed.

This assessment must be framed in light of the SHMA and how it should be applied across the housing market area. It is noted that in the Inspector's Final Report (paragraph 48) on the LPSS he stated 'as regards housing mix, the policy is not prescriptive but seeks a mix of tenure, types and sizes of dwelling, which the text indicates will be guided by the strategic housing market assessment. The policy also seeks an appropriate amount of accessible and adaptable dwellings and wheelchair user dwellings'. The SHMA mix is to be achieved over the whole of the housing market area and over the lifetime of the plan. It is not feasible or practical to require every site to rigidly meet the identified mix in the SHMA and this is reflected in the Inspector's comments noted above.

The flexibility set out in the policy must be used to achieve an acceptable mix across the borough.

With the above context in mind it is acknowledged that the proposal would not be ideal in terms of its mix and specifically the lack of smaller sized market units as part of the scheme. In particular, it is noted that policy WH2 of the Neighbourhood Plan does specifically require open market one, two and three bedroom market homes and bungalows suited to occupation by younger families and older households. The proposal would therefore not fully meet the requirements of this policy. This will be balanced against other matters at the end of this report.

Accessible units

Policy H1 of the LPSS requires that 'on residential development sites of 25 homes or more 10% of new homes will be required to meet Building Regulations M4(2) category 2 standard 'accessible and adaptable dwellings' and 5% of new homes will be required to meet Building Regulations M4(3)(b) category 3 wheelchair user accessible dwellings standard'. The applicant has confirmed compliance with the above requirements and this can be secured by condition.

Self / custom builds

Policy H1(9) of the LPSS states that 'self-build and custom housebuilding will be supported if the proposed development has no adverse effect on the local character. On development sites of 100 homes or more 5% of the total homes shall be available for sale as self-build and custom housebuilding plots whilst there is an identified need. For phased development, selfbuild plots must be delivered and serviced at the earliest stage possible. Self-build and custom housebuilding plots are encouraged on smaller residential development sites'.

It is noted that this site forms part of a larger allocation for approximately 120 units, which it appears is split in several land ownerships. As this proposal for 35 dwellings does not trigger the engagement of policy H1(9), it would not be reasonable to force the provision of self or custom build properties as part of this development. While the Local Planning Authority has asked the developer to provide the number of self / custom build properties which would be proportionate to the overall allocation, this suggestion has been declined. However, as noted above, given the wording of the policy, Officers do not believe that the proposal is inconsistent with H1(9) and there is no conflict in this regard.

Overall, the proposal is considered to meet with the NPPFs objective of boosting the supply of homes, which meet the needs of groups with specific housing needs. In this regard the proposal is consistent with policy H1 of the LPSS. However, it is noted that the proposed dwelling mix is not ideal and this will need to be considered in the balance and against policy WH4 of the Neighbourhood Plan.

Impact on the character of the area and design of the proposal

Paragraph 124 of the NPPF states that 'the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities'. The NPPF notes that decisions should ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

- are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Policy D1 of the LPSS makes clear that new development will be required to achieve a high quality design that responds to the distinctive local character of the area in which it is set. The design criterion set out in policy G5 of the saved Local Plan are also relevant.

The National Design Guide, 2019, sets out that well-designed places are integrated into their surroundings, physically, socially and visually, so that they relate well to the immediate context. Patterns of built form and the architecture prevalent in the area, should help to inform the layout, grain, form, scale, materials, detailing and appearance of new development.

The site falls within the Ockham and Clandon Wooded Rolling Claylands Landscape Character Area as defined by the Guildford Landscape Character Assessment (GLCA) and Guidance. The key characteristics of this character area include pastoral and arable farmland, large scale geometric fields, blocks of woodland and plantations, horse paddocks, networks of small streams, ponds and ditches, varied building materials and settlements which have a strong suburban feel in certain areas following historic expansion due to arrival of the railway. The application site is located towards the edge of the defined built up area and settlement of West Horsley.

Another useful two sources to draw from when looking at the character of the existing area are the West Horsley Neighbourhood Plan and West Horsley Character Appraisal. The site lies within the character area 8 (East Lane North) and forms part of the Neighbourhood Plan designated Village Settlement. The Character Appraisal states that the key qualities of this area are principally:

'It's high quality, single quality, single family 1930's - 1950's detached housing stock, set back behind mature hedges fronting the principal roads. Ockham Road North, East Lane, Nightingale Avenue and Northcote Road largely comprises two storey detached houses, built in the 1930's & 1950's, largely set back behind mature front hedges and with moderate to large rear gardens. There are a small number of semi-detached properties and a small number of bungalows which remain, although with extension or redevelopment these are declining in number. Properties are largely brick built with clay tile roofs. There is a mixed use of render, vertical clay tile or faux 'Tudor' beams to front elevations.'

The Character Appraisal also gives a description of the surrounding developments including Green Lane, The Raleigh School/The Roughs, Nightingale Crescent and Edwin Road/Close. Cul-de-sac estates are the predominant development pattern of the area. The Appraisal highlights that whilst properties to the northern end of Ockham Road North currently benefit from an open aspect to the rear across Waterloo Farm land, this area is proposed for redevelopment. Therefore, acknowledging that the immediate character in this part of the settlement will change in the future.

Policy WH2 of the Neighbourhood Plan states that 'development proposals in the Settlement Area (covering areas of Character Areas 4, 7, 8 and 9), as shown on the Policies Map, will be supported provided they have full regard to the West Horsley Character Area Report, the Locally Important Roadside and Rural Views identified in Figure 13, and the following design principles:

- i. where adjoining the boundaries of the built-up area of the village, the emphasis will be on the provision of housing types and built forms that help maintain an appropriate transitional edge to the village and maintain local character and countryside views;
- ii. buildings should be of good design and use high quality materials. Scales, heights and form of buildings should be sympathetic to the existing built environment;
- iii. within the areas to the west of The Street, on Silkmore Lane and Ripley Lane, development shall be designed to retain the open feel and significant views across open farmland;
- iv. east of The Street, proposals should conform to the existing stronger building line regarding frontages and building height and form;
- v. building plots will have low front boundary structures, landscape buffers, low walls or mature hedging rather than timber close-boarded fencing. Footpaths on frontages should be provided along key routes within the area to encourage walking;
- vi. retain established healthy trees and avoid overly extensive tree surgery unless the tree condition has made it unsafe, in which case replacement should be made with suitable native species;
- vii. housing design criteria to reflect the locale, reference being made to the established housing styles in each specific area with particular reference to arts and crafts features and use of natural materials common in the area, as defined in Evidence Base: West Horsley Character Appraisal Report (October 2017);
- viii. where appropriate, the provision of 'pocket parks' and natural green spaces for wildlife should be included;
- ix. parking provision should not overly dominate the streetscene and should maintain the character of the area. Garages should be visually subservient to the main dwelling or other principal.

Policy WH15 of the Neighbourhood Plan states that 'all development proposals should be designed to minimise the occurrence of light pollution. The Parish Council will expect such schemes to employ energy-efficient forms of lighting that also reduce light scatter and comply with the current guidelines established for rural areas by the Institute of Lighting Professionals (ILP). Proposals for all development will be expected to demonstrate how it is intended to prevent light pollution. Information on these measures must be submitted with applications, and where a development would potentially impact on light levels in the area, an appropriate lighting scheme will be secured by planning condition.

The proposal would deliver 35 homes on former paddock land which is part of an allocated site, therefore, the development needs to address both the existing development along Green Lane and the potentially forthcoming development within the remainder of the allocated site. As part of the proposal, the existing woodland tree boundaries and Oakland Farmhouse, to the north/north-west of the site, would be retained.

Layout and arrangement

The proposal would be contained behind the properties on Green Lane and as such the most visible element of the scheme would be the proposed access. The access would be 5 metres in width and run along the boundary with Oakland Farm. The scheme has utilised the site so that the views into the development from the access will not be largely dominated by housing with the woodland and existing residential development providing screening.

The access when viewed from Green Lane would be read with its surroundings, with a pond to the right and grassland/woodland to the left, there would not be many opportunities for views of the core of the development owing to the circular route and layout of the housing. The views would predominantly be of a single access and associated route stretching to the south. Therefore, the surrounding context of the site would limit the prominence of the proposed development and as such is considered acceptable in this regard.

The density of the development is considered to be appropriate for the locality, particularly when considering its surroundings and also the densities of other surrounding estate developments, such as Northcote Crescent and Nightingale Crescent. The layout of the proposal would result in the built form being positioned towards the centre of the site, in a linear form running north to south. This would respect the development along Green Lane and Ockham Road North.

The overall layout of the scheme would be of cul-de-sac design which responds to the prevailing typology and development pattern in the area. The road encircles the majority of dwellings and as a result of this form there is a well-sized buffer between the dwelling frontages and the surrounding landscape. This layout also has the benefit in that the frontages of the dwellings out beyond the edge of the site and create back to back relationships within the inner circle, this will allow for the dwellings to be open to any future development on the adjoining land parcel to the east which also forms part of the site allocation.

Design

In terms of the architecture, the proposed dwellings would be relatively traditional in their appearance having been designed to reflect the surrounding context. The elevational approach to all dwellings is traditional and low-lying with an emphasis on materiality. The design of dwellings has used decorative detailing to achieve individuality to each dwelling. The scheme has responded to the scale of dwellings in Green Lane and to minimise the height of the dwellings, traditional hipped roof dormers have been utilised, these cross the eaves line to further reduce scale. The apartment blocks have been designed to appear as 1.5/2 storeys in height, respecting the nature of neighbouring bungalows to the north-east. No dwelling would exceed 2 storeys in height. The dwellings have been designed so that the built form as a whole has the appearance of a single detached large family dwelling but is split to provide two or three smaller units, for example Plots 1-4 are semi detached units but appear as one larger unit when viewed externally. Further the apartment blocks would contain up to three units and would have the appearance of one detached family dwelling.

They would integrate into the surroundings in an acceptable manner. In terms of external materials a drawing has been submitted with the proposal which indicates the use of a variety of materials including tile hanging, black weatherboarding, natural timber, light red brick, orange brick, red clay roofing tiles and brown clay roofing tiles. Whilst the proposed material palette is considered acceptable in principle, no samples have been provided and therefore a condition will be added to require the submission and approval of material details prior to the start of the construction.

Highway works

In order to facilitate the development, highway improvement works are required along Green Lane to widen the access road. Whilst these works are located outside of the red line boundary and would be agreed with the County Highway Authority under the S278 process, they are intrinsically related to the development and as such the impact of these works on the immediate character must also be assessed.

These works consist of widening the first 10 metres of the carriageway, from the junction with Ockham Road North, to 5.5 metres in width and the introduction of 2 new passing places and the formalisation of an existing passing place. The majority of the work would affect the northern side of Green Lane resulting in the removal of some boundary vegetation, whilst this would have an impact on the immediate character of the area, it would not be materially harmful to the character of the surroundings. There are existing gaps within the boundary vegetation which permit views through to the open fields beyond and as such the removal of vegetation would likely permit greater views through but this is not considered significantly harmful and overtime vegetation will likely grow to screen these gaps. The widening of the junction would again result in the loss of vegetation but also a tree on the northern side of the junction. The trees to the southern side would be mainly unaffected as the changes are not proposed to the southern section of the road widening. The loss of the tree and vegetation would marginally reduce the verdant nature of this location, however, Green Lane is almost opposite the junction for Whitehill Lane which itself is a more developed and wider road and considering the immediate surroundings and character it is not found that the highway works would be materially harmful to the character of the area.

Overall

The local and national policies put an emphasis on ensuring developments are well-designed and respectful to the character of the locality within which they are to be constructed. However, as the NDG states 'well-designed places do not need to copy their surroundings in every way. It is appropriate to introduce elements that reflect how we live today, to include innovation or change such as increased densities, and to incorporate new sustainable features or systems.' It is found that the proposed scheme would respect the surrounding context and character of its surroundings, creating a reasonable balance between absorbing characteristics of local built form and features of new development. The proposal is found to be compliant with policies D1 of the LPSS, 2015-2034, G5 of the saved Local Plan, 2003, WH2 and WH15 of the Neighbourhood Plan, 2016-2033, and the relevant provisions of the NPPF, 2021.

Landscape and visual impact

Paragraph 127 (c) of the NPPF seeks to ensure that developments are 'sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities)'. Policy D1(4) of the LPSS required a response and reinforcement of landscape setting and paragraph 4.5.9 explains that 'the relationship of the built environment to the landscape must be taken into account and the transition from urban to rural character will need to be reflected in the design of new development with the green approaches to settlements respected'.

The land surrounding the application site is relatively flat and as such, views of the site will be limited to within the site and when travelling on the adjacent roads. The impact on the character of the area has already been set out above.

It is noted that the site is located approximately 2.8 kilometres from the closest point of the Surrey Hills Area of Outstanding Natural Beauty (AONB). The proposed development would not materially change the key landscape characteristics or elements and features of the wider environment and as set out above would be largely contained behind residential development and woodland and from long distance views would be read with the pattern of development within West Horsley. The proposal would not result in any harm to important long distance views, particularly those from the AONB.

In conclusion, the proposed development is considered to be consistent with landscape planning objectives and is acceptable in terms of its effect on landscape and visual amenity.

Impact on neighbouring amenity and amenity of proposal

Paragraph 127f of the NPPF requires 'places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience'. One of the key characteristics in the National Design Guide (NDG) is, Homes and buildings – functional, healthy and sustainable for occupiers and the surrounds. These principles are taken forward in policy D1 of the LPSS and saved policy G1(3) which requires protection from unneighbourly development.

Neighbour amenity

The proposed development adjoins an existing residential area to the north-west which is located off Green Lane. The dwellings here are mainly bungalows and chalet bungalows.

As amended, the proposed plots one and two and to a lesser extent three would present their rear elevations towards the rear of Meadowside which is one of the bungalows on Green Lane. The proposed dwellings would be situated approximately 39 metres to the west of Meadowside and at a slightly oblique angle to its rear elevation. The distance of separation, combined with the modest height of these plots would mean that the proposal would not harm the amenity of Meadowside in terms of overlooking, overshadowing or overbearing. It is noted that a small parking area would be provided between the rear gardens of the proposed plots and Meadowside. The car park would serve eight of the proposed dwellings set around it, so would be relatively small in size. Only four parking spaces would be adjacent to the rear boundary of Meadowside and these also gradually angle away, meaning the distance of separation increases. There would also be a small landscaped buffer between the car parking spaces and Meadowside which help to mitigate any impacts. The proposed parking area would not result in any material loss of amenity to the residents of Meadowside.

It is acknowledged that the proposed parking area and the development in general would alter the existing outlook from Meadowside. However, for the reasons set out above, the applicant has sought to minimise the impacts and given the site is allocated in the Local Plan, a change in the relationship between this site and Meadowside is to be expected.

In terms of the impact on the existing Oakland Farm it is noted that a large area of outdoor amenity space is still reserved for this property which is proportionate to its size. The proposal would result in traffic from the proposed development travelling along its new western boundary. Where the road runs adjacent to the western elevation of Oakland Farm, a large landscape buffer is proposed which would help to offset the impact of vehicles travelling along the access. The level of traffic using the access would also be relatively low and overall, there would be no material loss of amenity to the occupants of this property. It is noted that the side elevation of plot one would face the rear garden of Oakland Farm, where there is a swimming pool and outbuilding. While plot one would be visible from Oakland Farm's rear garden, the impact would be limited to the very rear portion of what would still be a very large space. With a condition to prevent the addition of any windows in the side elevation of plot one, there would be no material loss of amenity to the rear garden of Oakland Farm.

To the south-east of the site are two detached dwellings known as Lake Cottage and Shepherds Cottage. Plot 26 would be the closest proposed dwelling to these properties, but it is positioned on the other side of an existing hedgerow and with a separation distance of approximately 17 metres to Shepherds Cottage and 30 metres to Lake Cottage. Given the existing landscaping and the separation distances, the proposal would not result in any material harm to the amenity of either of these properties.

Occupier amenity

All of the proposed dwellings include an area of private amenity space and the apartments generally have either their own or shared garden areas. The areas of amenity space vary in size across the site; however, all of the dwellings include access to an appropriate area of outdoor amenity space to meet the passive recreational requirements of the future occupants of the development.

Policy H1 of the LPSS states that 'all new residential development must conform to the nationally described space standards as set out by the Ministry of Housing, Communities and Local Government (MHCLG)'.

All of the house types proposed as part of the development comply with the relevant space standards in terms of their overall size. The proposal is therefore deemed to be acceptable in this regard.

Having regard to all of the above it is concluded that the development proposed would not give rise to unacceptable impacts on the adjoining residential properties and would provide a good level of amenity for the future occupants of the development. For these reasons the development complies with the objectives of policy D1 of the LPSS, G1(3) of the saved Guildford Local Plan and the National Design Guide (NDG) and NPPF.

Highway/parking considerations

Paragraph 103 of the NPPF requires significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. Paragraph 109 goes on to note that 'development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe'.

Policy ID3 of the LPSS says that new development will be expected to contribute to the delivery of an integrated, accessible and safe transport system, maximising the use of sustainable transport modes, and establishes a set of steps for development to take into account in order to achieve this objective.

The application is supported by a Transport Statement (TS) which has been assessed by the County Highway Authority (CHA).

Capacity of highway network

The development proposal is predicted to generate circa 17 vehicle movements during the weekday morning and evening peak hours, and around 155 two-way vehicle movements daily.

The TS notes that 'due to the proximity of the Green Lane/Ockham Road North junction to the east, future residents are less likely to exit/enter the site from Long Reach. Furthermore, the proposals include the introduction of three formal passing places spaced evenly between the proposed site access and the Green Lane/Ockham Road North junction. This combined with the proposed widening of the Green Lane/Ockham Road North junction results in eastbound movements being preferable. Therefore, it would be reasonable to assume that the majority of traffic associated with the proposed development will use the Green Lane/Ockham Road North junction'. The TS predicts that the proposed development could result in an additional 15 two-way vehicular movements at the Green Lane/Ockham Road junction within the peak hours. Whilst the proposed development could result in an additional 2 two-way vehicle movements at the Green Lane/Long Reach junction.

This combined with the existing vehicular movements results in one vehicle using the Green Lane/Ockham Road junction every 2-3 minutes within the peak hours and one vehicle using the Green Lane/Long Reach junction every 15 minutes within the peak hours. While the proposal will increase traffic on the highway network, the TS notes that the improvements along Green Lane will minimise the potential for delay and queuing on Ockham Road North and therefore, the proposals will not have a material impact on the operation of local transport networks. The County Highway Authority agree with this conclusion and their comments on the application state that 'it is not considered that the proposed development will result in a significant increase in vehicular trips on the surrounding highway network'.

While the proposal will undoubtedly increase traffic movements in the area, this would not be to a level which constitutes a severe impact. As no objections have been raised by the County Highway Authority regarding the impact of this proposal on the capacity of the network, the proposal is deemed to be acceptable in this regard.

Access and highway safety

It is noted that access to the site would be via Green Lane which is a relatively narrow road that links Long Reach to the west and Ockham Road North to the east. The applicant proposes a number of improvement measures to Green Lane between the site and its junction with Ockham Road North. These include:

- x. widening of Green Lane at its junction with Ockham Road north to 5.5 metres;
- formalisation of the existing passing place on Green Lane; and
- provision of an additional two formal passing places on Green Lane.

The TS notes that the improvements to the Green Lane / Ockham Road North junction will allow two vehicles to pass each other at the junction, thereby improving the flow of traffic along Green Lane. While the narrowness of Green Lane is also acknowledged, it is stated that the provision of three formal passing places will mitigate any impacts on the flow of traffic. The TS states that 'Green Lane between the site access and the junction with Ockham Road North is relatively straight and flat, providing good forward visibility. Vehicles will be able to wait within one of the three passing places to give-way to a vehicle travelling in the opposite direction as required. Any delay would be of a short duration given the short time necessary to navigate the route...A driver exiting the proposed site access will be able to see another vehicle approximately 130 metres east and vice versa. Within this distance two of the proposed passing places can be accessed, providing two options for the vehicles to pass. Additionally, a driver entering Green Lane from Ockham Road North will be able to see an approaching vehicle west of the eastern passing place. As such, vehicles can either wait at the junction or within a passing place to pass'. For the reasons set out in the preceding section, it is expected that most traffic will use the Green Lane / Ockham Road North junction. However, if a limited amount of vehicles from the site use the Green Lane / Long Reach junction, there are still a number of passing places along this route which would ensure the adequate flow of traffic. The County Highway Authority raise no objection to how Green Lane would operate once the development is built.

In terms of visibility splays it is noted that with the changes proposed to the Green Lane / Ockham Road North junction adequate sight lines could be gained. The County Highway Authority notes that the 'visibility splays provided for Ockham Road North junction with Green Lane [are] acceptable. The required visibility splays provided for Green Lane junction with Long Reach [are] also satisfactory...Swept path analysis shown on Ockham Road North junction with Green Lane is acceptable'.

The above measures once implemented will mitigate the impact of the development in the area and therefore no objections are raised regarding the proposed access points, or the impacts of the scheme on highway safety.

It should also be noted that Officers have required the applicant to engage with the developer of the adjacent site (also within the allocation) to investigate if access points can in time be shared / linked through the developments. On this occasion, the applicant has confirmed that this is not a possibility. While regrettable, the Local Planning Authority has no power to force vehicle linkages through the site and there is also no requirement for these smaller allocations to be master planned. While a pedestrian and cycle link between the sites has been secured, it is felt that this is as much as can be achieved in the current circumstances.

Parking

Based on the Council's adopted standards contained within the Vehicle Parking SPD, a total of 60 residential car parking spaces would be required. The proposed development includes a total of 82 car parking spaces across the site. These include nine visitor / unallocated spaces. The proposal would provide significantly more parking than is suggested in the SPD, however, given the location of the site, no objections are raised to this.

Cycle parking is provided in accordance with the Council's standards and each dwelling would include an electric vehicle charging point.

In conclusion, as regards highways impacts it is noted that the proposal would not result in any material increase in traffic in the area and no capacity concerns are raised. It is noted that this conclusion is reached taking into account all approved, committed and likely development in the immediate area. With the mitigation measures proposed, there would be no adverse impact on highway safety. As such, the proposal is deemed to be acceptable in this regard.

Pedestrian and cycle accessibility

The TS confirms that footways are not present along Green Lane, however, it is stated that the nature of the road and the low traffic volumes allows Green Lane to act as a shared surface for pedestrians, cyclists and vehicles. The County Highway Authority raises no objections to this arrangement. To the east of the site Ockham Road North benefits from continuous, though alternating, footways providing a link south towards Horsley railway station. In addition there are a number of Public Rights of Way (PRoW) are accessible within close proximity of the site. These footpaths, bridleways and byways provide off-road routes towards East and West Horsley village centres on-foot and by cycle.

It is also noted that a pedestrian and cycle link has been secured between this site and the larger part of the allocation. It is hoped that the developer for the adjoining site will be able to facilitate this access point, and if so, residents from this development will in time be able to access Ockham Road North without using Green Lane.

It is noted that a number of comments have been received from residents stating that the site is poorly located. However, it is a relatively short walk to the local centre a point which was noted by the Local Plan Inspector.

Subject to the conditions recommended by the County Highway Authority, the proposal would not result in a severe impact on the highway network and as such, the proposal is deemed to be acceptable in this regard.

Flooding and drainage considerations

Para 163 of the NPPF requires that development should not increase flood risk elsewhere and at para. 165 major schemes should incorporate sustainable drainage systems (SuDS). Policy P4 of the LPSS is in accordance with these requirements. The Neighbourhood Plan identifies Horsley Flooding 'Hotspots' in Figure 7 and policy WH13 requires sustainable drainage design features.

The application site does not fall within the area designated as the Horsley Flooding Hotspot, lying to the north of this boundary outside the designation. The submitted Flood Risk Assessment sets out that there is a negligible risk of flooding from tidal, groundwater or infrastructure failure sources. The primary flooding considerations are therefore from fluvial and surface water sources. There is an existing EA Statutory Main River to the east, of the site and as such a very minor area of the site, in the north-western corner along the existing access point lies within EA designated Flood Zone 2. However, the residential development lies in Flood Zone 1 so is at the lowest risk of flooding from this watercourse. The EA Surface Water Flood Map indicates that the development is to be constructed on land which is classified as having a low risk of surface water flooding, interjected within this band of low risk, which stretches across the site, are patches of medium risk of surface water flooding.

Flooding and the main watercourse

The development site would include a small portion of land which is designated as Flood Zone 2 and as such it needs to be considered whether any further tests are required. The NPPF at paragraph 166 states: *"Where planning applications come forward on sites allocated in the development plan through the sequential test, applicants need not apply the sequential test again. However, the exception test may need to be reapplied if relevant aspects of the proposal had not been considered when the test was applied at the plan-making stage, or if more recent information about existing or potential flood risk should be taken into account."*

The application site forms part of the wider site allocation for policy A39 and as a result of the site allocation process in the making of the local plan, the sequential test was applied to the site through the formulation of the Strategic Flood Risk Assessment (SFRA) Level 1, therefore, this does not need to be repeated for this application. The exception test, however, comprises two parts of which the second part can only be fully passed when determining a development proposal, therefore, the exception test assessment is set out below.

For a proposed development to pass the Exception Test:

- it must be demonstrated that development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment, and
- a site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

The development would provide 35 homes, of which all would be on land classified as Flood Zone 1, therefore, at the lowest risk of flooding. Through the development of this site, it presents the opportunity for improvements to the wider flooding issues by providing attenuation on site and slowing the run off into the river. The development would also provide dwellings which are sustainable, achieving a carbon emissions reduction, and include renewable energy sources, as well as delivering adaptable and accessible homes. The scheme would provide funding towards environmental improvements within the village. The level of risk to be outweighed is minor considering it relates only to the access point, as set out above, and therefore, the benefits described would strongly outweigh this harm.

The development would be safe for its lifetime as flooding of the dwellings is extremely unlikely and safe access and egress for pedestrians would be achieved to the south of the site, leading residents away from any potential flood water to the north. Further, the submitted Flood Risk Assessment (FRA) demonstrates that the development can be carried out without increasing flood risk elsewhere. The FRA also explains that any flood water around the vehicular access from Green Lane would be minor which should not preclude vehicles, in particular emergency vehicles, from using the access in times of flood. Therefore, on the basis of the information presented and the design of the proposal it is considered that the development would comply with the exception test.

Drainage

The Lead Local Flood Authority (LLFA) have reviewed the FRA and Phase 1 and Phase 2 Geo-environmental Risk Assessment. The proposed surface water drainage system would meet the requirements of the LLFA and suggested conditions on the detailed drainage design and verification of this have been put forward.

The strategy has been split into 5 catchments, A to E. Outfalls to the existing culvert would be from catchments A, D and E whilst catchments B and C cascade into catchment D at a restricted flow rate. The strategy would incorporate attenuation basin, storage tanks with Hydrobrake flow control chambers and permeable paving, the attenuated water will be discharged, at greenfield rates, into the existing culvert. The on-site attenuation with storage would manage the 1 in 100 storm plus 40 % event.

Chapter 10 of the NPPF requires that consideration be given both to risk to the site, and to risk elsewhere caused by the proposed development. Based on our understanding of the site setting and the proposed development, it would be constructed and operated safely and would not increase flood risk elsewhere. This is supported by the views of statutory consultees. The proposal would be in accordance with policy P4 of the LPSS, policy WH13 of the Neighbourhood Plan and the NPPF.

Sustainability and energy

The NPPF emphasises the need to plan proactively for climate change and new developments are required to meet the requirements of paragraph 150 through climate change adaption, provision of green infrastructure and reduction of greenhouse gas emissions. Paragraph 153 then states new development should comply with local requirements for decentralised energy supply and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

Policy D2 of the LPSS is the Council's policy to require new development to take sustainable design and construction principles into account, including by adapting to climate change, and reducing carbon emissions. The Council has adopted the Climate Change, Sustainable Design, Construction and Energy SPD in December 2020. This carries full weight in decision making.

Energy efficiency

- The Sustainability and Energy Statement submitted with the application states that the homes have been designed to reduce energy demand and carbon dioxide emissions. This has been achieved through investing in the building fabric taking a fabric first approach to sustainable design in line with the energy hierarchy.

- The Statement confirms that the dwellings will exceed the higher standard for carbon dioxide emissions set Part L of the Building Regulations (2013). It is possible exceed Building Regulation requirements through demand reduction measures alone, which includes both passive design measures and active design measures. Appendix 2 of the statement demonstrates the carbon emissions reduction from energy efficiency measures, some units achieve a 15% reduction from energy efficiency alone and some 3%, the average reduction achieved totalling 8.5%. There is no requirement in policy which states how much carbon emission reduction must be achieved by energy efficiency/fabric first approach and the efforts demonstrated in the statement are considered appropriate. Appendix 3 identifies the carbon emission reduction once renewable technology is included and all units achieve above 20% reduction with the average being 24.5%. The scheme would be policy compliant in this regard.

Water efficiency

- In terms of water efficiency, the statement sets out that the following devices will be incorporated within the apartments and houses:
 - water efficient taps
 - water efficient toilets
 - low output showers
 - flow restrictors to manage water pressures to achieve optimum levels and
 - water meters

Waste and resources

- Waste minimisation is devolved to a future Construction Strategy and it is appropriate to condition a Site Waste Management Plan to address this matter.

Materials

- BRE Green Guide materials rated A+, A or B will be used. Local materials suppliers will be targeted. This is appropriate and adequate.

Sustainable design

- The site is constrained which has made it difficult for the developer to fully address sustainable design, however, owing to the constraints it is considered appropriate in this situation. Details regarding energy efficient lighting are provided and the development will incorporate secure cycle parking for every unit and EV charging.

Climate change adaptation

- The development would provide water butts in garden which addresses rainfall and drought elements. Permeable paving and drainage is dealt with and addressed by the drainage strategy and as such the proposal is found acceptable in this respect.

In all, the proposed development would exceed the requirements of the Council's development plan and the proposal would therefore be compliant with policy D2 of the LPSS and the Climate Change, Sustainable Design, Construction and Energy SPD.

Open space provision

Saved policy R2 states that new large scale residential developments will require new recreational open space according to the following standards:

- 1.6ha of formal playing field space per 1,000 people;
- 0.8ha of children's play space per 1,000 people; and
- 0.4ha of amenity space per 1,000 people.

For the proposed development (87.5 people) this would equate to:

- 1,400 sqm of formal playing field space
- 700 sqm of children's play space
- 350 sqm of amenity space

The proposed development is not of a sufficient size to deliver formal playing field space, however, this will be delivered through the development of the adjoining land parcel as part of the site allocation. A strip park of 1440 sqm will be provided on the situated along the eastern boundary to provide informal amenity space for the occupants, this will include natural play space beneath the trees. The location of this amenity space also offers opportunities for future links to be established to connect into the formal play space to be delivered on the adjoining site. Considering the scale of the development, the constraints of the site and the remainder of the site allocation land, the open space provision in this instance is found to be adequate and acceptable.

Impact on ecology

Paragraph 180 of the NPPF sets out the principles that should be applied to habitats and biodiversity. One of the key characteristics in the National Design Guide (NDG) is, Nature – enhanced and optimised to contribute to the quality of a place. Policy ID4 of the LPSS seeks to contribute to biodiversity. WH14 of the Neighbourhood Plan seeks ensure the protection of local biodiversity assets and UK Biodiversity Action Plan Priority Habitats. In addition, wherever practicable, proposals should contribute to, increase and enhance the natural environment by providing additional habitat resources for wildlife and green spaces for the community with a biodiversity net gain. Lastly, policy NE4 of the saved Guildford Local Plan safeguards protected species.

The consideration of the effects of development upon protected species and habitats is an important consideration and this application has been supported by a full suite of ecological and arboricultural surveys from submission to evaluate the likely impacts of the whole proposed development.

Bats

The bat survey report has confirmed the presence of active maternity brown long eared bat roosts within the development site. These roosts would be subject to loss as a result of the development, however, this can be mitigated through licensing and submission of a Method Statement which the development will be required to comply.

The development would have the potential to cause disruption to bats in terms of artificial lighting of their roosting and foraging places and commuting routes. Therefore, a condition will be required to secure submission of a lighting plan and to prevent the installation of additional external lighting beyond that agreed.

Dormice

The ecological reports note that dormice are absent from the development site and therefore no concerns are raised in this regard.

Reptiles

The ecological appraisal states at paragraph 0.19 that the site has a low suitability for reptiles as it was predominantly used as grazing land and as a result was well-managed, therefore, providing limited suitability for reptiles due to a lack of cover from predators. The edge habitats have been cleared and as such offer no suitable habitat for reptiles. There are a number of wood, rubble and brash piles were noted around the site edges that could serve as hibernacula for common reptile species. The Surrey Wildlife Trust initially raised concerns regarding inadequate information but following the submission of further detail from the applicant it has now been confirmed that this is satisfactory. A condition regarding submission of a Reasonable Avoidance Measures document is recommended.

Great Crested Newts

The ecology reports identify the presence of waterbodies within close proximity of the development and suitable terrestrial habitat with the development site. Whilst the closest pond was ruled out as having likely presence, another close pond was presumed to be dry. GCN are known to remain local to a breeding pond even if it intermittently dries and so there is still a potential for GCN to be present within the wider landscape and move onto the development site. The Surrey Wildlife Trust have recommended that in the case that the Council wishes to grant planning permission, the applicant should submit a Reasonable Avoidance Measures document for approval in writing prior to the commencement of the development.

Biodiversity

Policy ID4 sets out that: "new development should aim to deliver gains in biodiversity where appropriate". However, this policy does not set a specific requirement and the Environment Bill, which will set the legislative background for requiring biodiversity net gain, has not yet come into effect. Therefore, it is not possible to require net gain on this proposal, however, the proposal would achieve gains on site through the enhancement of the landscape and the provision of two specific biodiversity areas. It would improve the level of biodiversity on the site above the existing situation which has been managed as semi-improved grassland. A condition will be added to secure the submission of a detailed biodiversity enhancement plan.

Overall, the development proposals would be in accordance with the Conservation of Habitats and Species Regulations 2017, S41 of the Natural Environment and Rural Communities (NERC) Act 2006, the Wildlife and Countryside Act 1981. This is in accordance with policies. ID4 of the LPSS, WH14 of the Neighbourhood Plan, NE4 of the saved Guildford Local Plan and the National Design Guide (NDG) and the NPPF, 2021.

Impact on trees and vegetation

The application has been supported by the submission of a tree survey, arboricultural impact assessment and tree protection strategy which includes a method statement and protection plan. These documents allow for the assessment of the trees on site in terms of their quality and benefits within the context of the proposed development.

The development site is relatively clear of trees and those that are on site are not protected. The proposal includes the removal of seventeen small fruit trees from the site. It is also noted that the site is adjacent to an area of woodland which was planted in the 1960s to early 1970s and this would be retained and appropriate measures taken to secure the protection of these trees during the construction of the development.

The development has been designed so that the built form is predominantly within the centre of the site with the access road around the perimeter, this will allow for a buffer zone to be created between the built form and the trees. Further, it will ensure the protection of trees from future pressure to prune and provide a verdant feel to the development.

The Council's Arboricultural Officer has assessed the proposal and made the following comments, raising no arboricultural objection:

- All roads and housing plots are located outside of the root protection areas (RPA) of all trees proposed to be retained
- To facilitate the development proposal, there will be the requirement to remove seventeen, low quality, small fruit trees. These trees were identified in the report as C Category – Unremarkable trees of very limited merit or such impaired condition that they do not qualify in higher categories. The removal of the fruit trees is thus supported.
- Overall the scheme has low arboricultural impact and all retained trees within the site and trees located on adjacent land can be adequately protected by following the details set out in the AMS on and the TPP.
- It is noted that the site layout, as per the TPP, is slightly different to the most recent proposed site layout. No alteration of the protective fencing etc. will be required and therefore there is no requirement to provide an updated AMS and TPP.
- If the development is approved a suitable arboricultural condition will be required to ensure all works are in accordance with the submitted AIA, AMS and TPP.

As explained in the character section of this report, highways improvements to Green Lane are also required to facilitate the proposal. The Arboricultural Officer has assessed the works and noted that the majority of the works do not affect trees, however, the works would involve the removal of two mature oak trees which are currently opposite the property known as 'Cornerways'. These trees have, historically, been heavily pruned which has subsequently affected their value. An ash tree near the junction is also likely to be removed, however, this appears to be suffering decline.

Overall, the scheme integrates the retained trees on the site into the development in an acceptable manner. With a condition ensuring that the development is carried out in accordance with the Arboricultural Impact Assessment, Arboricultural Method Statement and Tree Protection Plan, the proposal is deemed to be acceptable in this regard.

Thames Basin Heaths SPA

The application site is located within the 400 metre to 5 kilometre buffer of the Thames Basin Heaths Special Protection Area (TBHSPA). Natural England advise that new residential development in proximity of the protected site has the potential to significantly adversely impact on the integrity of the site through increased dog walking and an increase in general recreational use. The application proposes a net increase of 35 residential units and as such has the potential, in combination with other development, to have a significant adverse impact on the protected site.

The Council has adopted the Thames Basin Heaths Special Protection Area Avoidance Strategy SPD 2017 which provides a framework by which applicants can provide or contribute to Suitable Alternative Natural Greenspace (SANG) within the borough which along with contributions to Strategic Access Management and Monitoring (SAMM) can mitigate the impact of development.

In this instance, the proposal will rely on off-site SANG to mitigate its impact on the SPA. There are a number of private SANGs in the area which are either operational or resolved to approve and therefore it is reasonable to assume that the required mitigation can be secured. Securing capacity at a SANG in the catchment of the development will be enforced through the legal agreement. In addition a Grampian condition will be imposed to ensure that the development does not commence until the mitigation has been secured and agreed by the Local Planning Authority.

On this basis, it is considered that the proposal would be compliant with the objectives of the TBHSPA Avoidance Strategy SPD 2017 and policy NRM6 of the South East Plan 2009.

An Appropriate Assessment has also been completed by the Local Planning Authority and it has been agreed with Natural England.

Planning contributions and legal tests

The three tests as set out in Regulation 122(2) require s.106 agreements to be:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

If all other aspects of the application were deemed to be acceptable, then the following contributions could be secured by way of a s.106 agreement.

Thames Basin Heaths SPA

The development is required to mitigate its impact on the TBHSPA. As noted above, the s.106 agreement will ensure that the applicant secures capacity at a SANG in the catchment of the development. In addition, the Strategic Access Management and Monitoring (SAMM) contribution (£29,569.23) would be secured through the legal agreement. This would accord with the TBHSPA Avoidance Strategy SPD, 2017.

Without securing these measures through the s.106 agreement, the development would be unacceptable in planning terms and would fail to meet the requirements of the Habitat Regulations. The obligation is necessary, directly related to the development and reasonable and therefore meets the requirements of Regulation 122.

Affordable housing

The requirement for affordable housing has been set out above. The legal agreement would secure the provision of the number of affordable units, as well as their tenure and mix, so that the proposal is compliant with local and national policies. The obligation is necessary, directly related to the development and reasonable and therefore meets the requirements of Regulation 122.

Education

The development is likely to place additional pressure on school places in the area at early years, primary and secondary level. The development should mitigate these impacts. Surrey County Council as the Education Authority has provided a list of projects which contributions would be allocated to and these are considered to be reasonable and directly related to the development.

For the early years a contribution of £23,557 has been requested. The funding will be used towards early years education infrastructure in the local area. The contribution requested would be used to provide additional early years places in the local area the location of which will be determined prior to commencement of the development.

In terms of primary school education a contribution of £111,197 has been requested and this would be used towards primary school infrastructure in the local area. A contribution of £116,457 has been secured for secondary education infrastructure and would be applied to a project providing additional secondary places in the surrounding area.

The total education contribution agreed with the applicant is £251,210. As these contributions are required to mitigate the impact of the proposal on the local education system, the obligation is necessary, directly related to the development and reasonable and therefore meets the requirements of Regulation 122.

Health care - secondary care

Royal Surrey County Hospital NHS Foundation Trust have requested a contribution of £71,938.65. The Trust has identified the following three areas of healthcare provision which will be impacted as a consequence of new development:-non-elective care; elective care and cancer care. The Trust notes that without securing such contributions, it would be unable to support the proposals and would object to the application because of the direct and adverse impact of it on the delivery of health care in the Trust's area.

Given the nature and small size of this development it would be unreasonable to conclude that the proposal would put such pressure on secondary care in the area that mitigation would be required. As such, the Local Planning Authority does not believe that this contribution would meet the CIL regulations.

Highways

To help improve highway safety and to mitigate the impacts of the development, the following highways contributions have been negotiated contribution of £70,000 required to fund a demand responsive bus service as there is a limited bus service along East Lane and the train station is approximately 1 kilometre from the site. This measure is directly related to the development and reasonable and therefore meets the requirements of Regulation 122.

It is noted that the applicant has agreed to provide these contributions. The triggers for payment will be secured through the s.106 agreement. These contributions will support works which will mitigate the impact of the proposal and are necessary, directly related to the development and reasonable and therefore meets the requirements of Regulation 122.

Environmental improvements

The Parish Council has requested £15,000 towards providing environmental improvement and village enhancement, through the erection of replacement notice boards, signage and tree/hedgerow planting. The applicant has agreed to pay this contribution in order to help deliver environmental improvements which will be beneficial to the wider community and enhance the surrounding environment.

Balancing exercise

It is noted that the harm identified above must be considered and balanced against the benefits of the proposal.

In assessing the weight to be afforded to harms / benefits, officers have applied a scale which attributes little, moderate, significant, or substantial weight to each identified harm / benefit. Having attributed such weight, an overall judgement is then required regarding the balance of harm vs benefit.

In terms of harm, as noted above, the proposed housing mix is not compliant with specific requirements of the West Horsley Neighbourhood Plan through the under provision of smaller dwellings. As set out in the 'Housing Mix' section of this report, the SHMA is not a document which requires rigid application and the intention is to deliver the mix of housing across the SHMA area within the lifetime of the plan. It is also noted that this site forms part of a larger allocation, and there is the prospect of delivering some additional smaller units as part of subsequent parts of the wider development. In addition, it is noted that larger schemes already approved in the area, which have more flexibility in terms of types and size of dwellings, have displayed a broadly SHMA compliant mix with a greater proportion of smaller units. For all of these reasons, **moderate weight** is afforded to this harm.

No other harm has been identified.

In terms of the benefits of the proposal, these have already been set out above and include the following:

The provision of 35 market and affordable dwellings, which contributes to the housing supply of the area. **Substantial weight** is afforded to this benefit.

The homes are to offer a quality living environment with adaptable and accessible dwellings, delivering well designed homes that enable people to stay in them long term is a key theme of national policy. This is afforded **moderate weight**.

The proposal would also result in the enhancement of the biodiversity value of the site and wider area through the provision of funding for environmental enhancements within the wider village. The provision of funding is additional to the policy requirements of the scheme and as such **moderate weight** is attached to this benefit.

The development is projected to achieve 25% carbon reduction across the overall site which is beyond the Council's requirements. The proposals have been designed to ensure that sustainability measures are prioritised including commitments to apply a fabric first approach to reduce energy consumption, and the inclusion of renewable technology in the form of in-roof solar panels. In addition, electrical vehicle charging points are provided to each dwelling. The sustainability and energy reducing features of the proposal are afforded **moderate weight**.

The proposal would also result in improvements to the surrounding highways network and access to public transportation. **Moderate weight** is afforded to this.

Finally, it is noted that a range of contributions which will help to improve infrastructure in the area including education and highways. While it is acknowledged that these contributions are required to mitigate the impacts of the development, nonetheless they will result in public benefits and should be afforded **moderate weight** in the assessment.

The benefits of the proposal are considered to outweigh the identified harm. As such, the proposal is deemed to be acceptable and is therefore recommended for approval.

Conclusion

This is an allocated site which now forms part of the settlement area of Horsley. Whilst there would be an inevitable change in the character and appearance of the land, the principle of development here has already been found to be acceptable. The application would provide a net gain of 35 residential units, which would be in accordance with housing delivery commitments in the LPSS. This includes the provision of 14 affordable housing units, which are of a size and mix which is acceptable to the Council's Housing Strategy and Enabling Manager. The proposed dwellings are considered to provide a good level of internal and external amenity for future residents, fully compliant with the NDSS. There would be no unacceptable harm to neighbouring residents. Subject to conditions the scheme would also be acceptable in terms of highway safety, drainage, trees, ecology and sustainable construction. Planning contributions of £365,779.23 have been secured to mitigate the impacts of the development on community, education, the environment and highways.

While the proposed housing mix is not ideal and generates a conflict with the Neighbourhood Plan, this harm is considered to be outweighed by other matters. Therefore, planning permission should be granted.